

Public Document Pack



OVERVIEW & SCRUTINY COMMITTEE

Wednesday, 21 June 2023 at 6.30 pm
Conference Room, Civic Centre, Silver
Street, Enfield, EN1 3XA

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Councillors: Margaret Greer (Chair), Mahmut Aksanoglu (Vice-Chair),
Maria Alexandrou, Nawshad Ali, Kate Anolue, Hivran Dalkaya, James Hockney and
Michael Rye OBE

Education Statutory Co-optees: 1 vacancy (Church of England diocese
representative), vacancy (other faiths/denominations representative), vacancy
(Catholic diocese representative), Alicia Meniru & 1 vacancy (Parent Governor
Representative).

Enfield Youth Parliament Co-optees
Stacey Gilmour (Governance & Scrutiny Officer)

AGENDA – CALL-IN MEETING

1. **WELCOME & APOLOGIES**
2. **DECLARATIONS OF INTEREST**

Members of the Council are invited to identify any disclosable pecuniary,
other pecuniary or non-pecuniary interests relevant to the items on the
agenda.

3. **DECISION CALLED-IN-NON-KEY - PORTFOLIO DECISION TO
INTRODUCE CONSERVATION GRAZING TO SELECTED PARKS IN
ENFIELD** (Pages 1 - 4)

To review the decision of the Cabinet Member for Public Spaces, Culture &
Local Economy taken on 26 May 2023 as a result of the matter having been
called-in.

- 3.1 **REASONS FOR CALL-IN-NON-KEY PORTFOLIO DECISION TO
INTRODUCE CONSERVATION GRAZING TO SELECTED PARKS IN
ENFIELD** (Pages 5 - 8)

The reasons for call-in received from seven Members of the Council.

**3.2 RESPONSE TO REASONS FOR CALL-IN-NON-KEY PORTFOLIO
DECISION TO INTRODUCE CONSERVATION GRAZING TO
SELECTED PARKS IN ENFIELD (Pages 9 - 14)**

The response to the reasons for call-in.

**3.3 ORIGINAL DECISION OF CALL-IN-NON-KEY PORTFOLIO DECISION
TO INTRODUCE CONSERVATION GRAZING TO SELECTED PARKS
IN ENFIELD (Pages 15 - 36)**

The original decision documents

London Borough of Enfield**Overview & Scrutiny Committee****Meeting Date: 21 June 2023**

Subject: Call in – Portfolio Report to Introduce Conservation Grazing to Selected Parks in Enfield**Cabinet Member: Cllr Chinelo Anyanwu, Cabinet Member for Public Spaces, Culture & Local Economy****Non-Key Decision: List 02 23/24**

Purpose of Report

1. This report details a call-in submitted in relation to the following decision:

The Cabinet Member for Public Spaces, Culture & Local Economy (taken on 26 May 2023). This has been “Called In” by 7 members of the Council: Councillors Reece Fox (Lead), Joanne Laban, Chris Dey, Lee Chamberlain, Hannah Dyson, Alessandro Georgiou and David Skelton.

Details of this decision were included on Publication of Decision List No. 02/23-24 issued on 26 May 2023.

In accordance with the Council’s Constitution, Overview and Scrutiny Committee is asked to consider the decision that has been called-in for review.

Proposal(s)

2. That Overview and Scrutiny Committee considers the called-in decision and either:
 - (a) Refers the decision back to the decision-making person or body for reconsideration setting out in writing the nature of its concerns. The decision-making person or body then has 14 working days in which to reconsider the decision; or
 - (b) Refer the matter to full Council; or
 - (c) Confirm the original decision.
3. Once the Committee has considered the called-in decision and makes one of the recommendations listed at (a), (b) or (c) above, the call-in process is completed. A decision cannot be called in more than once.
4. If a decision is referred back to the decision-making person or body; the implementation of that decision shall be suspended until such time as the decision-making person or body reconsiders and either amends or confirms the

decision, but the outcome on the decision should be reached within 14 working days of the reference back. The Committee will subsequently be informed of the outcome of any such decision

Relevance to the Council's Plan

5. The council's values are upheld through open and transparent decision making and holding decision makers to account.

Background

6. The request received on 05 June 2023 to "call-in" the decision of the Cabinet Member for Public Spaces, Culture & Local Economy on 26 May 2023 was submitted under rule 18 of the Scrutiny Procedure Rules. It was considered by the Monitoring Officer.
7. The Call-in request fulfilled the required criteria, and the decision is referred to the Overview & Scrutiny Committee in order to consider the actions stated under 2 in the report.
8. Implementation of the Portfolio decision related to this report will be suspended whilst the "Call-in" is considered.

Reasons and alternative course of action proposed for the "Call in"

9. Please see the reasons for call in under item 3.1 and officer responses at item 3.2.

Proposed course of action is for referral back to the Deputy Leader.

10. Having met the "Call-in" request criteria, the matter is referred to the Overview and Scrutiny Committee in order to determine the "Call-in" and decide which action listed under section 2 that they will take.

The following procedure is to be followed for consideration of the "Call-in":

- i. The Chair explains the purpose of the meeting and the decisions which the Committee is able to take.
- ii. The Call-in lead presents their case, outlining the reasons for call in.
- iii. The Cabinet Member/ Decision maker and officers respond to the points made.
- iv. General debate during which Committee members may ask questions of both parties with a view to helping them make up their mind.
- v. The Call in Lead sums up their case.
- vi. The Chair identifies the key issues arising out of the debate and calls for a vote after which the call in is concluded. If there are equal numbers of votes for and against, the Chair will have a second or casting vote.
- vii. It is open to the Committee to either;
 - a. take no further action and therefore confirm the original decision

- b. to refer the matter back to Cabinet -with issues (to be detailed in the minute) for Cabinet to consider before taking its final decision.
- c. to refer the matter to full Council for a wider debate (NB: full Council may decide either to take no further action or to refer the matter back to Cabinet with specific recommendations for them to consider prior to decision taking).

Main Considerations for the Council

- 11. To comply with the requirements of the Council's Constitution, scrutiny is essential to good governance, and enables the voice and concerns of residents and communities to be heard and provides positive challenge and accountability.

Safeguarding Implications

- 12. There are no safeguarding implications.

Public Health Implications

- 13. There are no public health implications.

Equalities Impact of the Proposal

- 14. There are no equality implications.

Environmental and Climate Change Considerations

- 15. There are no environmental and climate change considerations.

Risks that may arise if the proposed decision and related work is not taken

- 16. There are no key risks associated with this report.

Risks that may arise if the proposed decision is taken and actions that will be taken to manage these risks

- 17. There are no key risks associated with this report.

Financial Implications

- 18. There are no financial implications.

Legal Implications

- 19. S 21, S 21A-21C Local Government Act 2000, s.19 Police and Justice Act 2006 and regulations made under s.21E Local Government Act 2000 define the functions of the Overview and Scrutiny committee. The functions of the committee include the ability to consider, under the call-in process, decisions of Cabinet, Cabinet Sub-Committees, individual Cabinet Members or of officers under delegated authority.

20. Part 4, Section 18 of the Council's Constitution sets out the procedure for call-in. Overview and Scrutiny Committee, having considered the decision may: refer it back to the decision-making person or body for reconsideration; refer to full Council or confirm the original decision.

21. The Constitution also sets out at section 18.2, decisions that are exceptions to the call-in process.

Workforce Implications

22. There are no workforce implications.

Property Implications

23. There are no property implications.

Other Implications

24. There are no other implications.

Options Considered

25. Under the terms of the call-in procedure within the Council's Constitution, Overview & Scrutiny Committee is required to consider any eligible decision called-in for review. The alternative options available to Overview & Scrutiny Committee under the Council's Constitution, when considering any call-in, have been detailed in section 2 above.

Conclusions

26. The Committee following debate at the meeting will resolve to take one of the actions listed under section 2 and the item will then be concluded.

Report Author: Stacey Gilmour
Governance & Scrutiny Officer
Email: Stacey.gilmour@enfield.gov.uk
Tel No. 020 8132 1383

Date of report: 5 June 2023

Appendices

Found elsewhere in the agenda pack.

Background Papers

No documents have been relied on in the preparation of this report.

Call-In by Cllr Reece Fox of Portfolio Decision List No: 02 (23-24) – Portfolio Report to Introduce Conservation Grazing to Selected Parks in Enfield

We the Whitewebbs Councillors wish to call-in the conservation grazing at Forty Hall for the following reasons:

- The introduction of cattle to the public spaces will exclude potential users from and reduce public access to the park. Residents are concerned that this is not the most appropriate site, and that risks to park users and to their enjoyment of the park have been properly assessed.
- Risk Assessments have not been carried out. Concerns have been expressed about arrangements for managing any accidents to the cattle – the area chosen is not readily accessible by vehicles, even tractors. It is unclear how the public will be made aware of where the grazing areas are.
- Forty Hall is situated in the London Borough of Enfield in an urban setting although the landscape very much feels like countryside. This is a very different setting to Epping Forest and Cambridge where cattle grazing schemes have been implemented. Enfield's setting as an urban park and its challenge is not conducive to cattle grazing.
- Dogs walked at Forty Hall often have poor recall being in an urban setting. The viability of cattle grazing alongside ensuring the park can continue to be enjoyed by dog walkers has not been properly assessed.
- The City of London Corporation, Epping Forrester, Wanstead have 30-year grazing strategy. Enfield Council does not have a management plan that incorporates grazing into it and is agreed to by the Parks Dept that would include cutting and bailing once a year.
- When the scheme was first introduced in June 2022, the consultation only lasted ten days which residents and Friends groups feel was not enough time to discuss and consider the implications.
- The impact on environment of the scheme has not been assessed. Nutrient neutrality, impact on flora and fauna (bats, GCN, moths, butterflies, insects, rare flora) and disturbance to the unimproved grassland habitat, are important considerations to prepare for conservation grazing. None of these factors have been assessed and there is a general feeling the scheme is being rushed through.
- The council stated in July 2022 that it would be arranging baseline surveys to assess a baseline condition, which is a critical element of the project from the Forty Hall perspective. Baseline surveys have not been conducted.
- Impact on heritage asset - potential damage to the Scheduled Monument and historic landscape, it was clear that some infrastructure would be required, such as signage, troughs and watering devices. There are also issues around the potential collapse of culverts from Elsyng. Consideration of these impacts and mitigation did not appear to have been considered fully.
- Animal husbandry issues haven't been adequately addressed. It is unclear who would look after the cattle, help cattle if they get trapped, ensure adequate water resources, additional feed etc. It remains unclear how this would be managed apart from being the responsibility

of Capel Manor/ Forty Hall Farm. It seems that access to water will tie grazing to certain locations.

We ask that it is referred back to the decision maker.

CALL-IN OF DECISION

TITLE OF DECISION: Portfolio Report to Introduce Conservation Grazing to Selected Parks in Enfield

DECISION OF: Cabinet Member for Public Spaces, Culture & Local Economy, Cllr Chinelo Anyanwu

DATE OF DECISION LIST PUBLICATION: 26 May 2023

LIST NO: 02/23-24

COUNCILLORS CALLING-IN

(The Council's constitution requires signatures or more from Councillors to call a decision in).

Call in Lead

(1) Signature:.....

Print Name: Reece Fox

(2) Signature:.....

Print Name: Joanne Laban

(3) Signature:.....

Print Name: Chris Dey,

(4) Signature:.....

Print Name: Lee Chamberlain

(5) Signature:.....

Print Name: Hannah Dyson

(6) Signature:.....

Print Name: Alessandro Georgiou

(7) Signature:.....

Print Name: David Skelton

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Overview and Scrutiny Committee – 21 June 2023

Officer Response: Conservative Group Call-in by Cllr Reece Fox of Decision List 02 (23-24) – Portfolio Report to Introduce Conservation Grazing to Selected parks in Enfield

Reasons for the “Call in” are detailed below:

Reason for call-in
The introduction of cattle to the public spaces will exclude potential users from and reduce public access to the park. Residents are concerned that this is not the most appropriate site, and that risks to park users and to their enjoyment of the park have been properly assessed
Officer response
<p>These proposed sites have been chosen carefully as they are large country parks with plenty of space to accommodate both cattle and people who may wish to see the cattle and the other wildlife they help to encourage or may prefer to stay away from them. Cattle numbers will be kept low to ensure that only a small proportion of each site is occupied at any one time, ensuring that park visitors who wish to stay away from cattle always have the option of doing so. Signage will be used on all major entrance ways to inform people of the presence of livestock, which will include a QR code linking to a live map showing where the cattle are grazing (through the GPS Collar Technology). Park visitors and dog walkers can choose to avoid the areas where the cattle are grazing should they wish to.</p> <p>Project risks have been assessed through the development of risk assessments as described below. These have been reviewed by Enfield Council officers and project partners including the Forty Hall Farm manager and experts from outside Enfield such as the Epping Forest Grazing Manager who has wide experience of managing similar projects in public spaces.</p>

Reason for call-in
Risk Assessments have not been carried out. Concerns have been expressed about arrangements for managing any accidents to the cattle – the area chosen is not readily accessible by vehicles, even tractors. It is unclear how the public will be made aware of where the grazing areas are.
Officer response
A detailed Project Plan with associated risk assessments and key activities and milestones has been produced, which details the measures that will be implemented to ensure the project is conducted safely. This provides information regarding risk control measures and contingency plans. This Project Plan has been developed in consultation with the Epping Forest Grazing Manager, who has extensive experience in grazing animals in publicly accessible open spaces including Wanstead Park,

which is a notably urban area with high visitor numbers.

Ongoing assessment and monitoring of welfare and behaviour of the cattle will be undertaken using GPS technology, regular site visits by the grazing staff and feedback from volunteer Lookers. The selected grazing areas can be accessed by vehicles such as tractors.

Signage will be used on all major entrance ways to inform people of the presence of livestock, which will include a QR code linking to a live map showing where the cattle are grazing.

Reason for call-in

Forty Hall is situated in the London Borough of Enfield in an urban setting although the landscape very much feels like countryside. This is a very different setting to Epping Forest and Cambridge where cattle grazing schemes have been implemented. Enfield's setting as an urban park and its challenge is not conducive to cattle grazing.

Officer response

Forty Hall is a large country park adjacent to a farm. It has a wide range of typically rural features and characteristics and does not feel like an urban park, there is a road on one side but this is separated from the park by a dense area of shrubs and trees. The cattle grazing project in Cambridge on the other hand is very close to the city centre (just a 100 metres or so from busy urban streets).

Reason for call-in

Dogs walked at Forty Hall often have poor recall being in an urban setting. The viability of cattle grazing alongside ensuring the park can continue to be enjoyed by dog walkers has not been properly assessed.

Officer response

The key measures that will be in place to reduce the potential for negative interactions between livestock, people and dogs include:

- Livestock selection – the cattle being utilised for the project are Red Polls which are known for their docile nature
- Use of leads – it is not an essential requirement for dog owners to keep their dogs on leads within grazing areas, there are many examples of successful grazing projects that do not require this including the aforementioned projects at Epping Forest, Wanstead Park and in Cambridge city centre, nevertheless, dog owners will be encouraged to be responsible and keep their dogs on leads if they have any concerns regarding their dogs' behaviour when in close proximity to cattle

- Retaining areas free from cattle – at each site the grazing area will be confined to ensure that there is ample space for dogs to run freely off the lead and stay well away from grazing animals if needed (grazing areas will cover up to 40% of the available space at Forty Hall and just 15% at Trent Park)
- Low stocking densities – the number of cattle that would be introduced would be a maximum of 20 at Trent Park and 10 at Forty Hall

Reason for call-in

The City of London Corporation, Epping Forrest, Wanstead have 30-year grazing strategy. Enfield Council does not have a management plan that incorporates grazing into it and is agreed to by the Parks Dept that would include cutting and bailing once a year.

Officer response

This project is a 12-month trial after which the benefits of this approach will be assessed before any long-term decisions regarding future management of the parks are made.

Reason for call-in

When the scheme was first introduced in June 2022, the consultation only lasted ten days which residents and Friends groups feel was not enough time to discuss and consider the implications.

Officer response

The consultation lasted for 3 weeks, not 10 days. It was available online from Monday 20th June to Sunday 10th July and was supported by face to face events. A 'Meet the Cattle' event was held at Forty Hall Farm on the afternoon of 29th June 2022, where park goers could see the Red Poll cattle at close hand and discuss the project with the project team including the Grazing Manager. Comments regarding the project continued to be accepted as part of the consultation up to 27th July 2022. This effectively extended the consultation period by a further 17 days to 38 days in total.

Reason for call-in

The impact on environment of the scheme has not been assessed. Nutrient neutrality, impact on flora and fauna (bats, GCN, moths, butterflies, insects, rare flora) and disturbance to the unimproved grassland habitat, are important considerations to prepare for conservation grazing. None of these factors have been assessed and there is a general feeling the scheme is being rushed through.

Officer response

The environmental impact has been carefully considered with advice from experts at Natural England, Herts and Middlesex Wildlife Trust, Capel Manor College, Forty Hall Farm and Epping Forest. The proposal has been in development for over a year which is considered sufficient to ensure it is not being rushed.

Reason for call-in

The council stated in July 2022 that it would be arranging baseline surveys to assess a baseline condition, which is a critical element of the project from the Forty Hall perspective. Baseline surveys have not been conducted.

Officer response

Baseline surveys were carried out by Herts and Middlesex Wildlife Trust in Summer 2022. Follow up surveys will be conducted when grazing has been introduced to determine the impact and benefits for flora and fauna.

Reason for call-in

Impact on heritage asset - potential damage to the Scheduled Monument and historic landscape, it was clear that some infrastructure would be required, such as signage, troughs and watering devices. There are also issues around the potential collapse of culverts from Elsyng. Consideration of these impacts and mitigation did not appear to have been considered fully.

Officer response

Historic England are very supportive of these proposals because using cattle to manage grassland landscapes, as has been done for hundreds of years prior to the introduction of large mechanized equipment in the twentieth century, is considered to reduce the risk of damage to historical artefacts and landscapes. Using cattle rather than heavy mechanical equipment reduces the risk of culvert collapses.

Reason for call-in

Animal husbandry issues haven't been adequately addressed. It is unclear who would look after the cattle, help cattle if they get trapped, ensure adequate water resources, additional feed etc. It remains unclear how this would be managed apart from being the responsibility of Capel Manor/ Forty Hall Farm. It seems that access to water will tie grazing to certain locations.

Officer response

These issues have been considered in detail as part of the Project Plan and overall project management. The cattle will be primarily cared for by the grazing manager at Forty Hall Farm with support from Enfield Council Parks staff and some volunteer Lookers where appropriate.

Proposal: Councillor Reece has asked that the decision is referred back to the decision maker.

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PUBLICATION OF DECISIONS NO. 02/23-24

MUNICIPAL YEAR 2023/24

Date Published: 26 May 2023

This document lists key decisions that have been taken by officers and both key and non-key decisions taken by councillors which are subject to call-in, and the date by which they must be called-in. It also contains urgent decisions taken which are not subject to call-in, and Cabinet decisions making a recommendation to Council which are not open to call-in.

A valid request for call-in is one which is submitted (on the form provided) to the Governance and Scrutiny Team in writing within 5 working days of the date of publication of the decision by at least 7 Members of the Council.

Additional copies of the call-in request form are available from the Governance and Scrutiny Team.

If you have any queries or wish to obtain further report information or information on a decision, please contact democracy@enfield.gov.uk

INDEX OF PUBLISHED DECISIONS – 26 May 2023

	Date Decision came/ comes into effect	Part 1 or 2	Subject/Title of Report	Category of Decision	Affected Wards	Eligible for Call-In & Date Decision must be called in by (If Applicable)
Decisions Made by Executive Directors / Directors / Portfolio Holders						
Cabinet Member for Public Spaces, Culture and Local Economy (Cllr Chineho Anyanwu)	Tuesday 06 June 23	Part 1	<p>Portfolio Report to Introduce Conservation Grazing to selected parks in Enfield.</p> <ol style="list-style-type: none"> 1. The Cabinet Member for Public Spaces approves the proposal to introduce the practice of conservation grazing to selected parks including Forty Hall and Trent Park. 2. For the Council to enter into a partnership agreement and licence agreement with Capel Manor College to implement the Conservation Grazing trial. 	Non-Key	Whitewebbs & Cockfosters	Yes Monday 05 June 23

		<p>3. To delegate authority to the Head of Parks and Open Spaces to authorise the placing of orders through any of the Council's existing relevant term contracts or to invite and evaluate tenders/quotations and, where suitable tenders/quotations are received, to award contracts for the works as part of the delivery of the Conservation Grazing project in compliance with the Council's procurement rules.</p> <p>4. To review the success of the Conservation Grazing trial and thereafter consider adopting this as a long-term sustainable management technique within parks in Enfield.</p> <p>The report sets out the options considered, if any, and the reasons for the recommendation and the</p>			
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			decision.			
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London Borough of Enfield

Title:	Portfolio Report to Introduce Conservation Grazing to Selected Parks in Enfield
Report to:	Councillor Chinelo Anyanwu, Cabinet Member for Public Spaces, Culture and Local Economy
Date of Report briefing:	Monday 16 th May 2023
Directors:	Cheryl Headon, Acting Director of Leisure, Parks and Communities
Report Author:	Jamie Kukadia, Jamie.Kukadia@Enfield.gov.uk
Ward(s) affected:	Whitewebbs and Cockfosters
Classification:	Part I

Purpose of Report

1. It is proposed to introduce conservation grazing at selected country parks within Enfield. Conservation grazing involves releasing cattle to manage grassland habitats and increase biodiversity. This form of land management will initially be introduced as a 12-month trial at Forty Hall and Trent Park.
2. The project has been awarded £30,282.80 by the Mayor of London's Rewild London funding. The project will be carried out in partnership with Forty Hall Farm and Capel Manor College.

Recommendations

- I. The Cabinet Member for Public Spaces approves the proposal to introduce the practice of conservation grazing to selected parks including Forty Hall and Trent Park.
- II. For the Council to enter into a partnership agreement and licence agreement with Capel Manor College to implement the Conservation Grazing trial.
- III. To delegate authority to the Head of Parks and Open Spaces to authorise the placing of orders through any of the Council's existing relevant term contracts or to invite and evaluate tenders/quotations and, where suitable tenders/quotations are received, to award contracts for the works as part of the delivery of the Conservation Grazing project in compliance with the Council's procurement rules.
- IV. To review the success of the Conservation Grazing trial and thereafter consider adopting this as a long-term sustainable management technique within parks in Enfield.

Background and Options

3. The grassland management practice of conservation grazing is promoted by a wide range of national conservation organisations including Natural England, Wildlife Trusts, RSPB and the National Trust who view grazing as a fundamental approach to managing important habitats such as acid grasslands, wildflower meadows and heathlands. This particular type of grazing uses low stocking densities, as opposed to more intensive practices that use high stocking densities which can lead to overgrazing. Conservation grazing reduces competition from faster growing vegetation and creates conditions for plants to set seed including less dominant grass species. This creates varied sward heights which cannot be achieved with mowing and helps to restore wildflower meadows that support a much wider variety of insects, birds and small mammals. Grasslands and ruminant animals have an interrelationship which has been adapted and built over millions of years, and conservation grazing helps restore these natural processes.
4. It is proposed to trial conservation grazing within selected parks in Enfield. Natural England and Historic England were particularly supportive of Conservation Grazing being trialled at Forty Hall, Trent Park and Whitewebbs Park which are identified as supporting SINCs (Sites of Importance for Nature Conservation), namely acid grassland, semi-improved neutral grassland or lowland meadow habitats. In recent years the budgetary pressures faced by the Council have meant that these habitats have not been maintained to realise full potential benefits. Restoring natural processes by reintroducing large grazing animals aims to enhance these habitats as well as strengthening the spaces between them, ensuring they are bigger, better managed and better connected.

Forty Hall and Trent Park are highlighted as parks with 'Heritage at risk' due to the incremental woodland encroachment threatening the character of the Grade II listed historic landscape, particularly compromising the condition of the nationally significant Elsyng Palace scheduled ancient monument. Historic England feel that conservation grazing will help to address management issues within the registered parks and gardens that have contributed to their 'Heritage at risk' status.

5. The trial project will be delivered in partnership with Capel Manor College who manage Forty Hall Farm. The farm livestock includes a herd of Red Poll cattle which are a notable native breed and considered to be highly suitable for grazing in publicly accessible areas due to their docile nature. The Forty Hall Farm manager will be the Grazing Manager for the project. The cattle will be checked for suitable temperament before they start grazing the sites.
6. The cattle will be fitted with GPS collars which is a containment technology used to create virtual boundaries to keep animals in designated areas. It is a behavioural system that provides an audio melody that increases in pitch and volume as they approach the virtual boundary. If the animal attempts to cross the boundary after hearing the full audio melody, they will receive a small electric shock that is less than a standard electric fence used for containing livestock. GPS collar technology is now widely used across the UK and Europe and allows accurate monitoring of the animals. An added benefit of GPS technology is that it reduces the amount of physical fencing required which can be an access barrier to people, wildlife and allows the parks to remain open and fenceless for the public to continue their enjoyment.
7. The project also provides new volunteering opportunities for the community as 'Lookers' who can help monitor the herds and can report to the Grazing Manager on the behaviour of the cattle.
8. A public consultation was conducted for the Conservation Grazing trial during the summer of 2022 – this covered three potential sites: Trent Park, Forty Hall and Whitwebbs. Consultees included the Friends Groups for the respective parks and other stakeholder groups such as Go Ape, Trent Park Hockey Club, Trent Park Housing Association and Historic England. The consultation was available online from Monday 20th June to Sunday 10th July and was supported by face to face events. A 'Meet the Cattle' event was held at Forty Hall Farm on the afternoon of 29th June 2022, where park goers could see the Red Poll cattle at close hand and discuss the project with the project team including the Grazing Manager. Comments regarding the project continued to be accepted as part of the consultation up to 27th July 2022, these have been included in the consultation response summary outlined below.
9. A total of 132 consultation responses were received. This includes responses from the online questionnaire, email responses and paper responses obtained from the face-to-face consultation event, as well as any comments from members of the public which were forwarded by Councillors.

10. The main concerns raised through the consultation related to the possibility of cattle causing injuries to members of the public, potential conflict between dogs and cattle, and potential restrictions for dogs and dog walkers within the grazing areas.
11. A significant proportion of the consultation respondents raised concerns regarding the proposal to introduce grazing to Whitewebbs Park, including the Friends Group. In consideration of the relatively small area of potential conservation grazing at this location (9 hectares), it was agreed that conservation grazing will be trialled only at Forty Hall and Trent Park initially, with consideration for this type of land management at Whitewebbs Park following the trial, depending on the success of the project at the two main sites.
12. Positive responses received outlined that the scheme would be good for nature and good opportunities for education. Examples include, "I think it is a good idea to use natural means of control has worked well in other areas of the UK," and "I think it would be a lovely educational experience to schools and nursery aged children."
13. A detailed Project Plan with associated risk assessments and key activities and milestones has been produced, which details the measures that will be implemented to ensure the project is conducted safely. This provides information regarding risk control measures and contingency plans. This Project Plan has been developed in consultation with the Epping Forest Grazing Manager, who has extensive experience in grazing animals in publicly accessible open spaces including Wanstead Park, which is a notably urban area with high visitor numbers. The Grazing Manager of Camcattle, who manages conservation grazing in public space close to the centre of Cambridge city, has also been involved in developing the Project Plan and addressing concerns highlighted through the consultation.
14. The key measures that will be in place to reduce the potential for negative interactions between livestock, people and dogs include:
 - Livestock selection – the cattle being utilised for the project are Red Polls which are known for their docile nature
 - Use of leads – it is not an essential requirement for dog owners to keep their dogs on leads within grazing areas, there are many examples of successful grazing projects that do not require this including the aforementioned projects at Epping Forest, Wanstead Park and in Cambridge city centre, nevertheless, dog owners will be encouraged to be responsible and keep their dogs on leads if they have any concerns regarding their dogs' behaviour when in close proximity to cattle
 - Retaining areas free from cattle – at each site the grazing area will be confined to ensure that there is ample space for dogs to run freely off the lead and stay well away from grazing animals if needed (grazing areas will cover up to 40% of the available space at Forty Hall and just 15% at Trent Park)

- Low stocking densities – the number of cattle that would be introduced would be a maximum of 20 at Trent Park and 10 at Forty Hall
15. Ongoing assessment and monitoring of welfare and behaviour of the cattle will be undertaken using GPS technology, regular site visits by the grazing staff and feedback from volunteer Lookers. In addition to these measures, the project will not be grazing cows with newly born calves who can have strong maternal instincts.
16. Signage will be used on all major entrance ways to inform people of the presence of livestock, which will include a QR code linking to a live map showing where the cattle are grazing (through the GPS Collar Technology). Park visitors and dog walkers can choose to avoid the areas where the cattle are grazing should they wish to.
17. As a further risk mitigation measure identified in the Project Plan, the 12-month trial grazing project will be introduced using a phased approach as described below:
- Phase 1 – initial trial, starting in Spring 2023, in a small area at Forty Hall (4 ha) adjacent to the farm, this has been selected because of its existing infrastructure and proximity to the farm, staff and equipment; this will also enable targeted public engagement – more ‘Meet the Cattle’ days, dog training and attracting ‘Looker’ volunteers
 - Phase 2 – upon successful completion of Phase 1 the grazing area will be extended in Summer 2023 across Forty Hall and to Trent Park; the GPS fence boundaries will be adjusted dynamically within these designated areas to meet project requirements; this could be in response to overgrazing, lack of food for the cows, or public events within the parks
18. The Project Plan and associated risk assessments will be regularly reviewed and updated by the project team where necessary if further risk mitigation measures are identified throughout the trial.

Preferred Option and Reasons for Preferred Option

19. The key benefits of conservation grazing can be summarised as follows:
- It is in harmony with nature – better for bees and bugs as well as small mammals and birds
 - Grazing with the right type and number of cattle encourages a wide range of wildflowers to thrive – improves biodiversity and soils
 - It restores a traditional approach to cutting grass
 - It reduces consumption of fossil fuels because there will be no need to mow with large tractors
20. Currently the approach to managing grassland landscapes is to use mechanical mowing, which can be costly and is fossil fuel intensive. Managing important parkland habitats in a more sustainable way through conservation grazing will protect and enhance important grassland habitats, by preventing scrub encroachment, benefitting a wide range of

wildlife including insects, birds and small mammals. This will be monitored through short term and long-term ecological surveys conducted by Herts & Middlesex Wildlife Trust.

21. Conservation grazing will also help to protect the condition of historic landmarks and landscapes such as the scheduled ancient monument at Forty Hall which can be damaged by the weight of mechanical mowers. Historic England feel that conservation grazing will help to address management issues within the registered parks and gardens that have contributed to their 'Heritage at risk' status.
22. The project will provide opportunities to support existing volunteers, attract new volunteer 'Lookers' and increase public awareness regarding sustainable land management, ecological issues (loss of wildlife caused by modern farming methods) and ecosystem services (improved soil, carbon sequestration, etc) through links with Capel Manor College.
23. Through the trial project, the financial viability and overall practicality of conservation grazing will be tested and evaluated. The adoption of conservation grazing leading to the restoration and expansion of important grassland habitats can attract revenue funding from Natural England under Countryside Stewardship or other Basic Payment Schemes. Therefore, if successful this method of landscape management could be expanded to other parks in the borough.

Relevance to Council Plans and Strategies

24. The project is closely aligned to Priority 2 of the Council Plan, which aims to promote safe, healthy and confident communities. In particular this technique in land management improves the quality green spaces and contributes towards restoring the historic environment. The project also helps with the Council's climate resilience by working with nature, exploring carbon friendly land management options which is a key theme in the emerging Council Plan and the Blue and Green Strategy.
25. The project provides opportunities to work in partnership and strengthen links with different organisations such as Capel Manor College, London's only Environmental College as well as Herts & Middlesex Wildlife Trust. Working closely with Capel Manor College provides opportunities to upskill Enfield Parks Staff in this sustainable land management technique, but also provides opportunities for attracting and upskilling new volunteers within these parks securing the longer-term sustainability of the scheme.

Financial Implications

26. The trial project has secured £30,282.80 from the GLA's Rewild London Fund, with 50% already paid upfront, and 50% to be paid after the completion of the trial.
27. The costs associated with the project include:

Item	Cost
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Infrastructure – e.g. signage, GPS collars, pasture pumps	15,000
Transport of livestock	1,000
Training (including livestock training for Enfield staff)	4,000
Grazing Manager (including insurance)	13,550
Ecological Monitoring	6,000
Project advice (Epping Forest Grazing Manager)	1,000
Total	40,550

28. The additional £10k required will be monitored throughout the year and will be managed through reductions in expenditure within the Parks budgets.

29. Beyond the Conservation Grazing trial, future costs of managing the cattle would include:

- Annual subscription to the GPS cattle collar technology – estimated annual charge for 30 No collars is £1,350
- Cost of haulage to and from site – estimated £1,000 per year
- Costs of the replacement of infrastructure – expected to be less than £1,000 per year
- Grazing manager and insurance – annual costs expected to be similar to 12-month trial i.e. £13,550

30. If conservation grazing is adopted as a long-term management technique, it is anticipated that additional funding sources may be available, such as Countryside Stewardship but this is not guaranteed at this stage. The impact on ongoing parks maintenance costs e.g. grass cutting also need to be established before it is possible to ensure that the continuation of the project is financially viable. Therefore, at this stage the project is be subject to further financial evaluation, a decision to continue would be agreed by a Director through a Record of Decision (ROD).

Legal Implications

31. The Council has a general power of competence under section 1(1) of the Localism Act 2011 to do anything that individuals may generally do provided it is not prohibited by legislation and can enter into the recommendations within the report in reliance upon such power.

32. The documentation with Capel Manor College (CMC) must require compliance with all applicable health and safety legislation and guidance, and with legislation around animal welfare including the Animal Welfare Act 2006, the Animal Welfare (Licensing of Activities Involving Animals) (England) Regulations 2018, the Welfare of Farmed Animals (England) Regulations 2007 and the Welfare of Farmed Animals (Wales) Regulations 2007. Such documentation must also address any risks flagged in the risk register, clearly set out the roles and responsibilities of each party and ensure that CMC is liable to the Council for any consequences arising from any failure by CMC to comply with those responsibilities. Both the Council and CMC must have adequate insurance in place, and advice should be taken from the Council's insurance officers as needed.

33. Officer must ensure that the arrangements with CMC to not contravene the subsidy control regime now in force under the Subsidy Control Act 2022. They must also ensure compliance with any conditions attached to the underlying Mayor of London's Rewild London funding.
34. The Council's Partnership Procedure Rules (PPR), part of the Council's Constitution, apply to the proposed arrangements with CMC. The PPR set out the minimum details to be included in the partnership agreement and - among other things - include the following requirements:
- A permanent register of all partnership arrangements must be maintained in which the details of each arrangement are recorded. It is recommended that these arrangements are recorded on the Council's Contract Register.
 - Where the Director responsible believes that the provider (i.e. partner) is the only organisation capable of delivering the service then the selection will not be based upon a tender process. However, in these circumstances he/she must keep a record of the decision and forward it to the Director of Finance, Resources and Customer Services who will report at six monthly intervals to the Audit and Risk Management Committee.
 - Partnership agreements must aim for value for money (VFM). All decision reports which record the decision to enter into a partnership must contain within them a description of how this arrangement will ensure that the Council receives value for money.
35. The documentation to be entered into by the Council and CMC (the partnership agreement and the grazing licence) must be in a form approved by Legal Services on behalf of the Director of Law and Governance.

Equalities Implications

36. The Equalities Impact Assessment demonstrates that the scheme will generally have a positive impact on Enfield residents, and has notably identified measures to attract volunteers from a wide variety of backgrounds to further reduce inequalities.

HR and Workforce Implications

37. The project involves changes to management practices within the selected parks by replacing mechanical mowing with conservation grazing. Appropriate training will be provided to Enfield Council staff involved in the project to ensure they are adequately prepared for this change.

Environmental and Climate Change Implications

38. While cattle do produce methane as part of the digestion process, known to be a highly potent greenhouse gas, based on recent studies, the impact of methane (that partially accounts for the carbon captured by the grass consumed by the cattle) can be neutralised using a carefully managed method of conservation grazing. In this process, grasslands act as a carbon sink, absorbing the carbon and nutrients, and enriching the soil rather than being released into the atmosphere. The practice significantly

reduces the impact of methane associated with traditional livestock farming, also because cows on a more natural diet produce less methane than those fed on intensive systems, the research shows. Incorporating into the calculation the reduction in fossil fuels from industrial mowers currently utilised in the management of Enfield parks, the accumulative carbon impact is suggested to be neutral if not net-positive.

39. Meat will be produced as a by-product of the project and sold at Forty Hall Farm. With only a small number of animals grazing, meat production itself would not be commercially viable at the scale of this project and would be managed by the livestock owner (not the Council). It is hoped that the meat will be purchased by local people to help connect with the parks and provide food choices for those who wish to support conservation management of their local green spaces.

Public Health Implications

40. Climate change and the loss of biodiversity are serious and continuing threats to public health. Projects that address both of these issues will contribute to maintaining health of residents across the borough.

Property Implications

41. The proposals for grazing at Trent Park need to take into account that the western part of the proposed area is leased in from LB Islington on long leases. This means that some matters need to be determined, and if necessary, regularised prior to the introduction of grazing cattle.
42. Firstly, to determine whether the proposed use is within the current permitted use under the leases, and if it isn't, to gain landlord's consent for grazing (which is believed to be contentious). Secondly, to understand the landlord's plans to reoccupy some of its land and to adapt the area for grazing accordingly.
43. There are no property implications for the Forty Hall proposed area.
44. As regards longer term ambitions for grazing in a small part of Whitewebbs Park, the possibility of this use and the access to it will need to be taken into account in the draft documentation that is being prepared in the event that the proposed Agreement for Lease with Tottenham Hotspur FC be approved.

Safeguarding Implications

45. N/A

Crime and Disorder Implications

46. N/A

Other Implications

Procurement Implications:

47. Any procurement of services or partnership agreements are covered by the Contract Procedure Rules.
48. Where there are no other suppliers available then a waiver or exception is needed.
49. Currently this is low spend, but should the pilot be successful then the costs need to be considered should the longer-term project breach Public Contract Regulations, where open tendering is potentially required.
50. Any contract for services should be entered into the Councils Contract Register (LTP) to ensure that transparency regulations are met. That the contract should be contract managed to ensure delivery of outcomes.

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Appendices

Appendix 1 – Trial Conservation Grazing Maps
Appendix 2 – Equality Impact Assessment

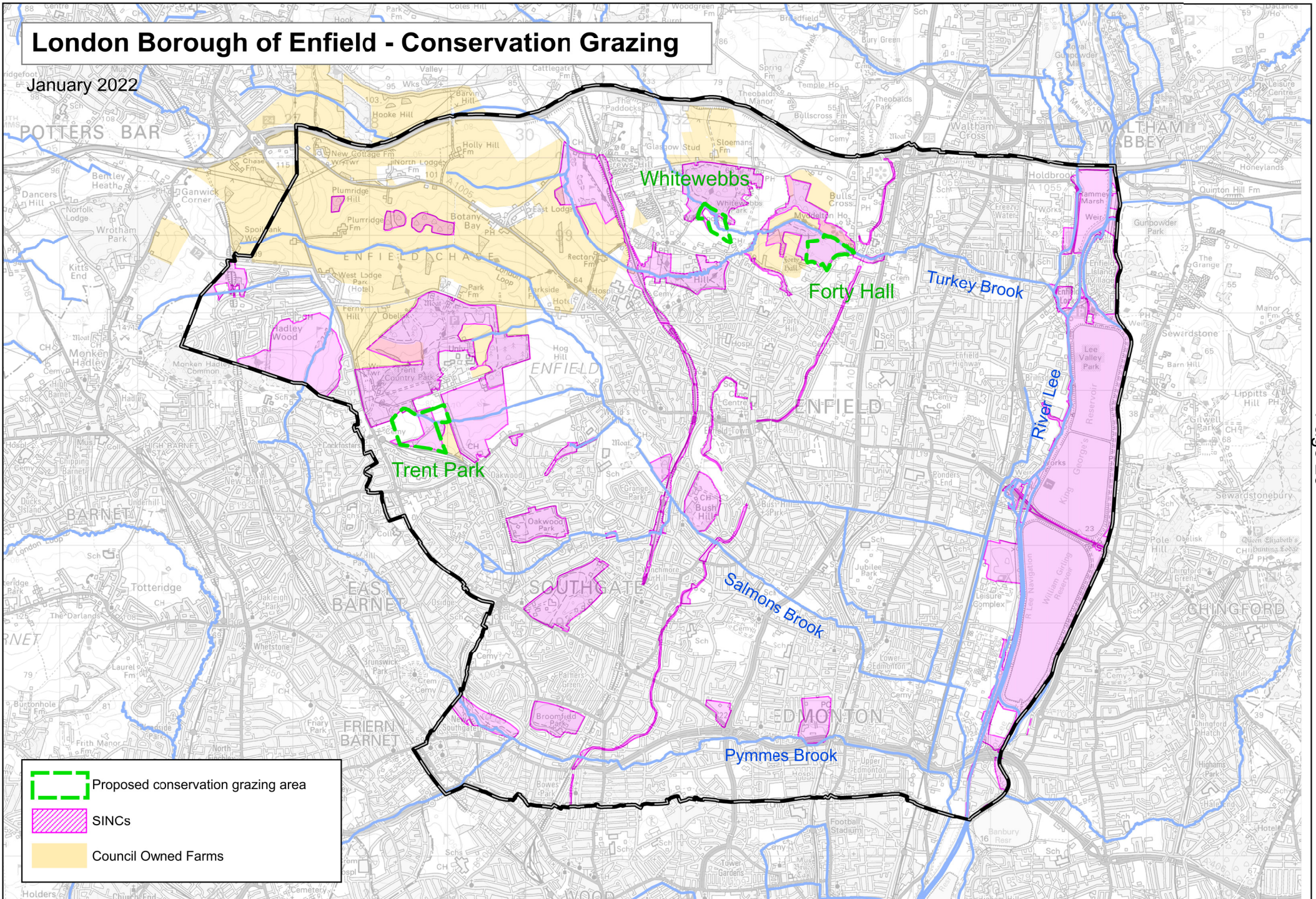
Background Papers




Enfield Conservation Grazing Trial – Project Plan

#Departmental reference number, if relevant: PL2223_023

London Borough of Enfield - Conservation Grazing

January 2022



-  Proposed conservation grazing area
-  SINCS
-  Council Owned Farms





Forty Hall - Conservation Grazing

January 2023

Turkey Brook

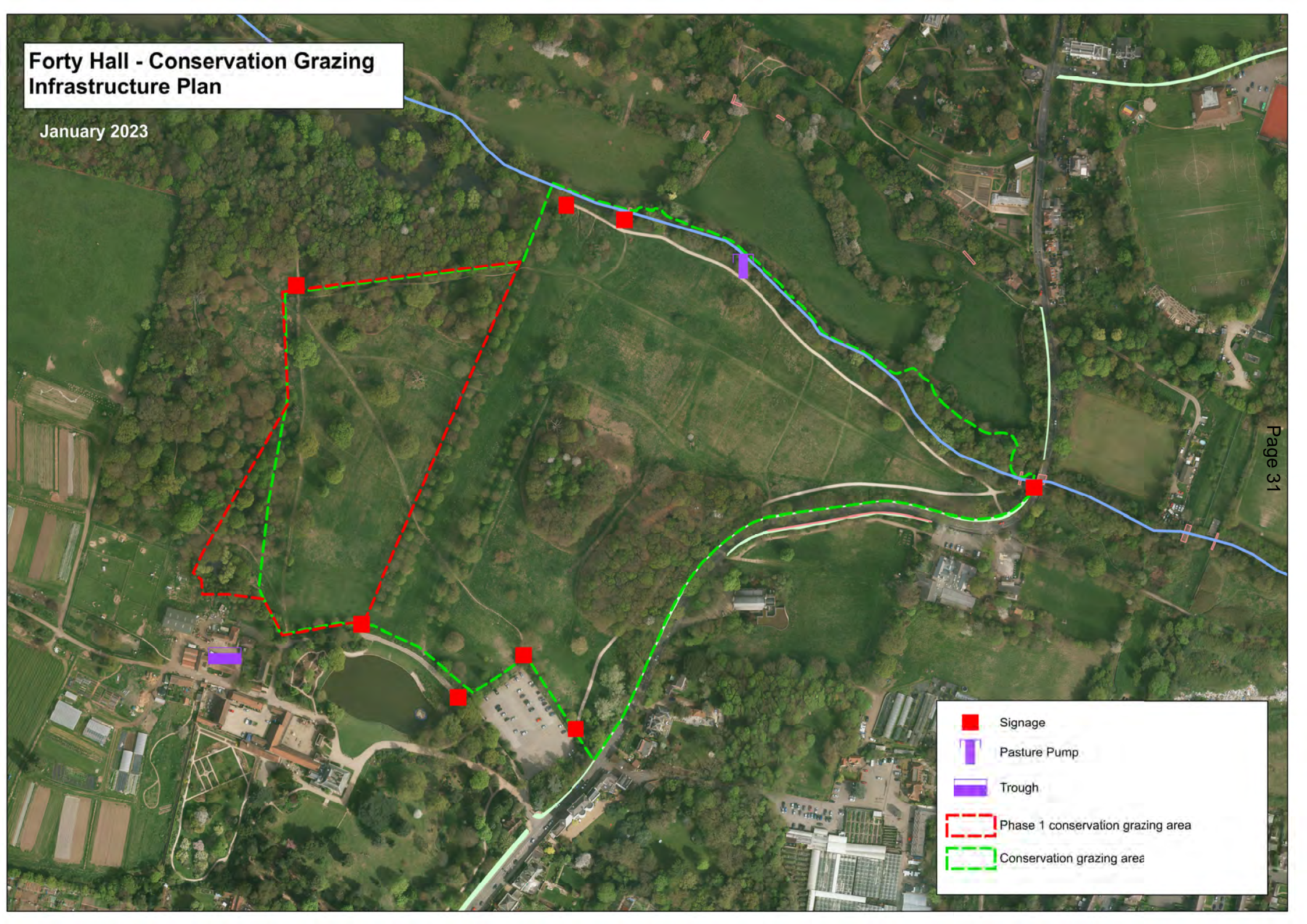
4ha



14.6ha

-  Proposed Phase 1 conservation grazing area
-  Proposed conservation grazing area
-  Forty Hall Farm
-  SINCS

Forty Hall - Conservation Grazing Infrastructure Plan

January 2023



	Signage
	Pasture Pump
	Trough
	Phase 1 conservation grazing area
	Conservation grazing area


Trent Park - Conservation Grazing


January 2022

28.4 ha

Merryhills Brook

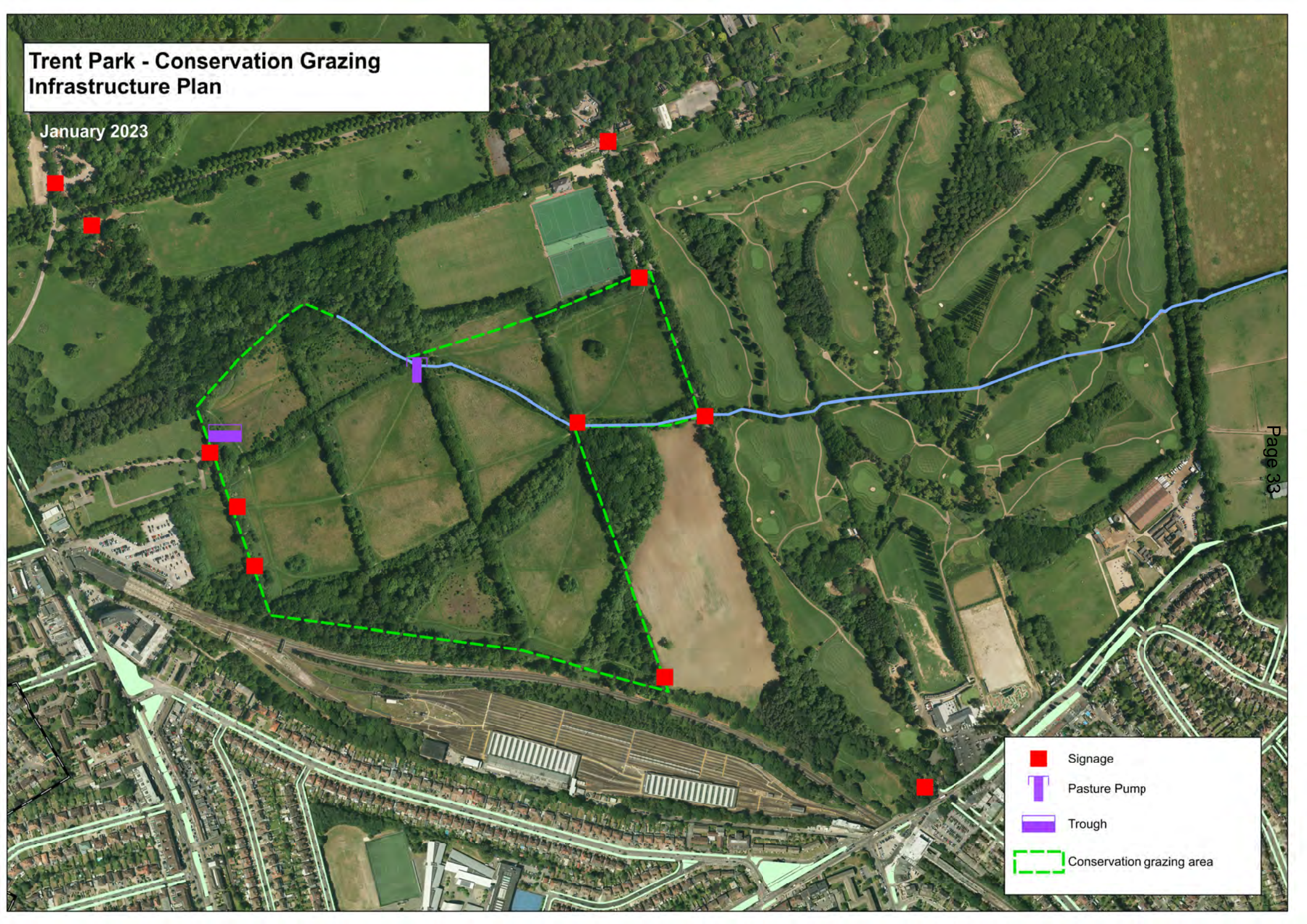
Acid Grassland





 Proposed conservation grazing area

 SINC

Trent Park - Conservation Grazing Infrastructure Plan

January 2023



-  Signage
-  Pasture Pump
-  Trough
-  Conservation grazing area

Whitewebbs - Conservation Grazing


January 2022


Whitewebbs Wood

9.2 ha

Cuffley Brook

Turkey Brook

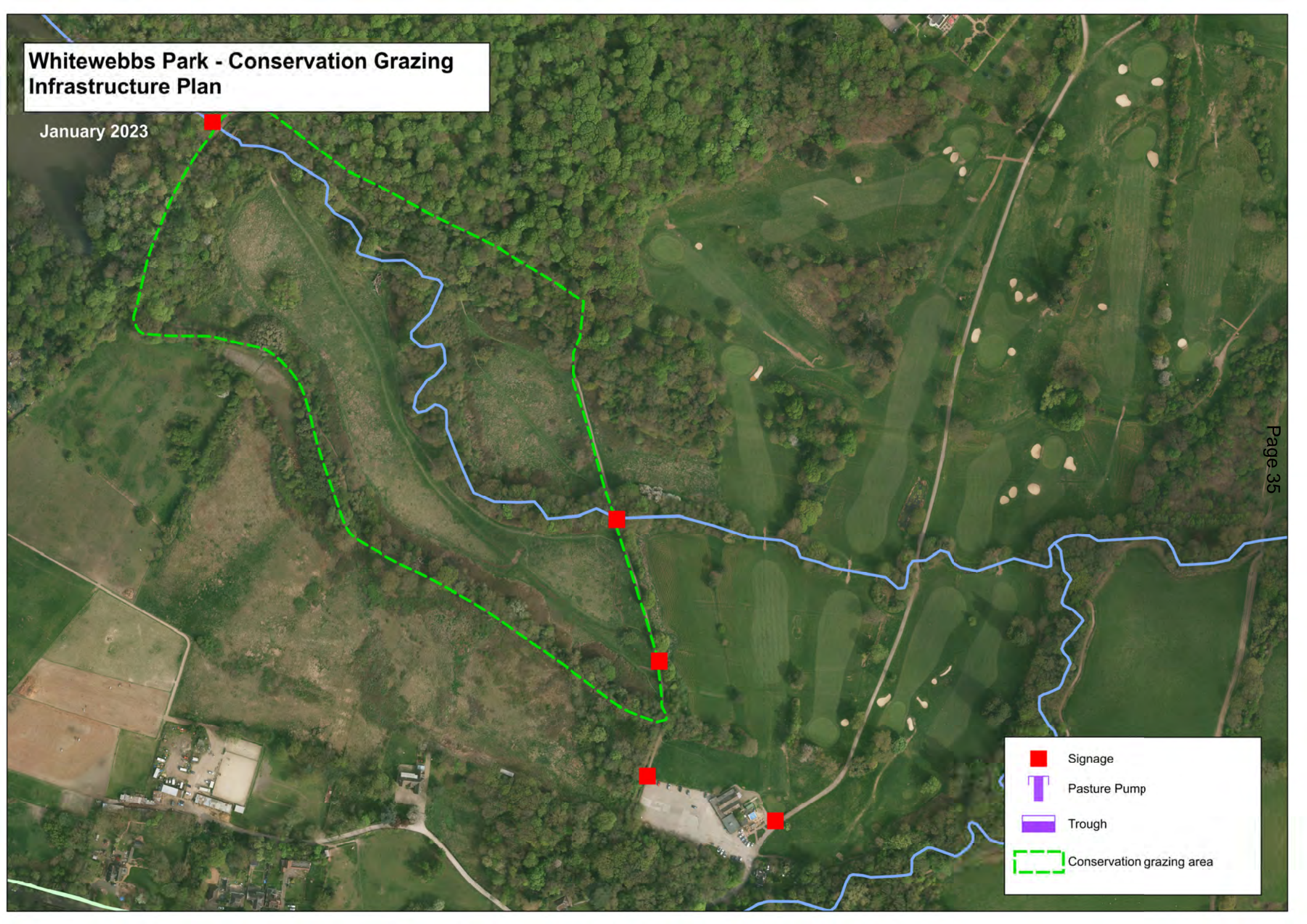
 Proposed conservation grazing area





 SINC



Whitewebbs Park - Conservation Grazing Infrastructure Plan

January 2023



-  Signage
-  Pasture Pump
-  Trough
-  Conservation grazing area

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